

UN Concept for Peacekeeping Training

by Lieutenant Colonel John Otte, US Army

IN RESPONSE TO the change in the nature of peacekeeping operations (PKO) that began in the early 1990s—and has continued to evolve with each succeeding mission—there was an increasing demand by the growing number of participants in PK to better prepare themselves for the challenging dynamics found in mission areas. This need reinforced the underlying requirement for specialized training for military and civilian personnel being deployed to the field. The UN needed to further develop and improve its capacity to train peacekeepers worldwide for service in this new era of operations.

The 49th General Assembly passed a resolution calling upon the UN Secretary General to establish, “on a trial basis, a peacekeeping training coordination programme; such a programme administered by the United Nations.”¹ This resulted in the development of a UN Training Program to be administered by the Training Unit of the Department of Peacekeeping Operations, Planning Division. Since its establishment in 1995, the Training Program has been able to provide invaluable benefits to mission participants, services that had not normally been associated with UN PK activities in the past.

To fairly evaluate what the UN PK training program has achieved over the past three years, it is necessary to understand the training methodology that has been employed; the types of training activities which have been conducted and their associated immediate and long-term advantages; and the costs of training in relation to the benefits accrued from these activities by both the organization and the member states.

Model and Methodology

The UN used the study *Training for Peacekeeping: The United Nations' Role*, completed by the Henry L. Stimson Center in July 1994, as a basis

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for selecting an appropriate model with which to respond to the need for increased training capacities.² The four methodologies proposed in the study were:

- Information service model
- Coordinator model
- Trainer model
- Contractor model

In reviewing these alternatives, the UN had to weigh the advantages and disadvantages against several important criteria. The strategic objective was to be able to rapidly gather and deliver information to member states which could accurately reflect their needs. The UN had to deliver specialized training that built upon proven traditional PK techniques while incorporating lessons learned from the new environment. Additionally, this had to be achieved within a context of financial and personnel constraints.

The information model was least suited to meet the UN's needs due to its focus on encouraging member state interaction with minimal guidance from the organization. And while the training and contractor models had the ability to deliver high-quality training, they were burdened by very large personnel, financial and/or facility commitments. In fact, expenditure projections for these models

exceeded 21 million US dollars annually. As a result, the coordination model was adopted as the best paradigm to fit the organization's goals. Thus, the training unit was established as "the focal point

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The Workshops

Within this framework, as mandated by Resolution 49/37, the UN established a baseline for training assistance for member states. Four regional workshops were conducted between February 1995 and March 1996 in Denmark, Argentina, India and Egypt, to obtain a comprehensive and cohesive view of PK training. Overall, 89 nations participated in these workshops to ultimately provide the organization with the following priorities for PK training:

- Nations expressed an interest in greater regional cooperation with an emphasis on cost-sharing in preparing for missions. Specific recommendations included the harmonization of training activities, such as exercises and use of facilities sited to PK training, with the holding of regional meetings proposed as a viable way to conduct this coordination function.

- The increase in contributors to PK operations, who had been focused primarily on national security issues in the past, resulted in a strong desire for strategic training guidance from the UN. Developing publications and specialized training materials at the strategic and operational levels would provide the national-level trainers with the overview necessary to integrate their own national programs. Such subjects as guidelines for conduct while on operations, PK legal aspects, standing operating proce-

dures and the unique nature of UN logistics were all identified as important areas for training. Member states suggested incorporating a block of instruction on the UN into the curricula of their national military staff colleges.

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- The need to collate and coordinate the availability of information on PK training worldwide was the last major workshop finding. This resulted in the recommendation to develop a database that provides information on training courses and activities around the world and develop a method of distributing the data.

The workshops succeeded in providing a forum to exchange ideas on training methods, programs and opportunities and to identify training requirements as well as contacts for future training exercises. Importantly, the workshops recognized the critical need for UN input to conduct training for operations in a multinational environment. It should be noted that although member states sought guidance from the UN, they still firmly maintained that the training of units was ultimately a national responsibility.

Programs and Results

In direct response to member state feedback, DPKO's training unit established three major areas to address specific imperatives: publications and materials; training assistance and information and technology.

Publications and materials. Publications and materials was both the first and easiest training initiative, since its establishment did not require the completion of all four workshops. Much of the material central to training assistance had yet to be developed, but rapid progress was made on the initial doctrinal documents since many of the requirements were drawn from lessons learned during PK's first 40 years. The UN has printed and distributed over 50,000 books, manuals and other training materials to member states and organizations. Waiving of copyrights has ensured the widest possible distribution by allowing users to reproduce UN materials freely.

The training unit developed two classes of training materials: guidance and policy and "how-to" manuals. Publications such as the *General Guide-*

lines for Peace-keeping Operations provide the framework within which national trainers develop programs of instruction for their own courses. The *United Nations Civilian Police Handbook* and the *United Nations Military Observers Handbook* focus on providing detailed guidance to the individual peacekeeper on the performance of his duties in a PK environment. The publication and distribution of a *Code of Conduct* for peacekeepers has also established a basic standard of performance for UN peacekeepers consistent with the *Universal Declaration of Human Rights* and the goals and principles expressed in the *United Nations Charter*.

Some of the recent lessons learned and workshop findings indicate that the imperative of contributing nations to set up standards of performance for certain UN-specific or "Blue Helmet" PK aspects has evolved significantly over the past three years. Functional areas, such as setting standards for civilian police or establishing a common approach to military observer (MO) duties, have prompted member states and UN trainers alike to be more actively involved in developing and implementing UN standards. Another example has been the development of a UNMO handbook and standards of performance under the auspices of the International Association of Peacekeeping Training Centers, with the UN supervising the final product. Initiatives such as these will likely spur the development and publication of other "Blue Helmet" standards of performance.

Training assistance. The training unit has developed and implemented a program for training assistance that provides specialized training to member states, upon request, to support anticipated mission deployments. There are several components to the overall plan for training assistance, including Train the Trainer, UN Training Assistance Teams (UNTAT) and Partnerships in Training. These projects provide unique but highly complementary avenues in helping to develop training capacities for PK.

The "train the trainer" concept was established to provide UN-selected experts in multidimensional PKO conduct training for national-level military and police trainers. This course, run twice a year and lasting two and a half weeks, has evolved into a comprehensive presentation on the varied aspects of multidimensional PK. It is run in cooperation with the UN Staff College project, located at the International Labour Organisation (ILO) in Turin, Italy. In addition to using the training assistance experts from UN Headquarters, the location pro-

vides access to the many European-based agencies that play significant roles in the many PK aspects. Providing this specialized training to 50 member-state students per year has allowed the UN to begin to influence the types of training conducted around the world by national-level trainers and policy makers. The participants come from a wide range of nations, with the UN offering scholarships to member states who have the capacity to contribute to missions.

Another highly effective element of training assistance is the UNTAT program, which enhances PK training by using mobile training teams of

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officers from contributing countries who have themselves been trained by the training unit. The program is centered on a week-long training session, held twice a year, which consists of 20 students each. UNTAT currently has 100 military officers and police from 70 countries on a two-year "on-call" status with the UN while still working in their own countries. UNTAT has supported training and deployment activities of contingents from Pakistan and Jordan prior to UN Transitional Administration for Eastern Slavonia, Baranja and Western Sirmium and has conducted in-mission area training for the staffs of UN Mission in Haiti and UN Angola Verification Mission III.

As UNTAT has grown with involvement by member states, additional concepts for its implementation have been developed. The idea of supporting national, joint and combined PK training activities with UNTAT members has been one evolutionary step. The availability of experienced and qualified instructors has resulted in UNTAT participation in PK training exercises in Africa, Scandinavia, Europe and the Americas. Exercise *GEORGELAND*, held at the Swedish National War College in November 1997; *FUEZAS ALIADAS*,

held in El Salvador in May of 1997 and Guatemala in May of 1998; and *FORCAS UNIDAS* held in Brazil in August 1997, created opportunities for the UN to provide specialized training to approximately 1,200 civilian and military personnel from more than 55 nations.

UN participation in NATO Exercise *STRONG RESOLVE* in February 1998 was the first UN participation in a regional training exercise. In supporting these exercises, the UN helps recreate the

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mission environment for the participants by providing civilian and military personnel to fill key exercise positions. This ensures that the UN's unique and multinational nature is incorporated into the training event. Exercise sponsors have also allowed for presentations by UNTAT personnel of issues ranging from logistics to the coordination of humanitarian operations.

Including civilians in UNTAT helps reinforce the concept that multidimensional PK requires cooperation between the civilian and military mission components. This use of civilians and military personnel representing the UN in PK training exercises was first tried on the US Southern Command and Brazilian Army Exercise *FORCAS UNIDAS* in August 1997. This event's success has resulted in the permanent inclusion of civilians in the UNTAT pool of trainers, and these trainers have been used to support exercises in Portugal, Guatemala and all other aspects of UNTAT training activities. This pool of trainers has been used in supporting Africa, Asia and Singapore with great success. However, other areas for the program's growth and success remain unexplored due to existing resource constraints.

Training assistance teams are not limited to UNTAT. Selection assistance teams (SATs) con-

duct on-site exchanges with national police trainers on current issues surrounding civilian police predeployment training. SATs traveled to 12 member states and conducted tests on English and driving proficiency for civilian police candidates. The screening of 1,770 civilian police candidates to support International Police Task Force and other missions has already produced monetary savings of approximately \$3.4 million in direct and anticipated savings. The long-term goal is to establish regional civilian police training networks to meet the increasingly complex mandated responsibilities of policing in PKO.

The Training Unit's active presence in the PK world has seen the development of a number of training partnerships among UN organizations, institutes and national training establishments worldwide. These ties have resulted in greater understanding between different portions of the overall organization and a sharing of resources in support of training events. For example, the UN High Commissioner for Refugees (UNHCR) and the Office of the High Commissioner for Human Rights (OHCHR) have contributed regularly to the development of training materials and are key presenters at train the trainer courses in Turin. The use of UN Staff College Project facilities is also an important partnership in developing the educational culture necessary for improving the caliber of individuals who serve in the UN system.

Information and Technology. In paragraph 10 of Resolution 46/48 (9 December 1991), the General Assembly requested the Secretary General collect information on PK training and related activities, and further requested he issue a regularly updated list based on national submissions. The resulting training database now incorporates a wide range of information on PK training worldwide. Currently, over 50 nations contribute regularly to database maintenance, which provides details on more than 400 training courses. This allows the UN and the member states to coordinate the sharing of training resources between the nations and institutes. The database is accessible to all permanent missions to the UN through the Strategic Database online system and is located on DPKO's homepage at <<http://www.un.org/Depts/dpko/tu.htm>>.

The information section also collects and collates feedback on training activities to appropriately focus the unit's resources upon member states' wishes and concerns. This has resulted in personnel changes and new roles for the organization. It has also helped determine the quantity and types of publications pro-

A Brazilian officer briefs Portuguese, Brazilian and US personnel during a peacekeeping exercise.

Verdi-Oliva, Brazil

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duced by the unit. Surveys are conducted at each training session, and a review of all materials prior to their publication by either at least 10 member states or subject-matter experts ensures that the organization's efforts are directed towards user needs.

Participation in DPKO's website has encouraged the sharing of training information via the Internet. Publications and information now available on-line provide data instantly to over millions of Internet users worldwide. This allows the distribution of training information to a broader audience without an increase in publishing or distribution costs. The use of this site to provide information electronically also has the ability to transmit the latest training information to ongoing missions.

Long-term Benefits

The training unit's active presence has perhaps gone beyond the General Assembly's original vision to provide even greater benefits to PK training. For example, using individuals who have been trained in Train the Trainer and UNTAT sessions has evolved into a network of PK trainers seeking

information from sources not previously available to them. The UN in its coordination role now helps nations coordinate their unilateral and multilateral training activities. The regular participation by UN personnel in staff college training programs and other institutes has provided the UN with an opportunity to learn how nations are approaching and developing training activities. These exchanges, in turn, serve to stimulate new ideas for training and materials development.

The issue of technology and its multiple uses has been an interesting training effort outgrowth. Nations are always searching for more cost-efficient and operationally effective ways to train. Training activities now conducted primarily by traditional lecture methods may be augmented in the future by applying technology. Producing training materials on CD-ROM and other digital media would allow an even wider, more progressive distribution of materials to member states. The training of specialized skills common to UN missions could be conducted in small-scale simulations run on personal computers. These scenarios could also be transmitted

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digitally and inter-linked to institutes around the world, allowing multiple users to conduct team/group training. Many other exciting uses for technology in training have been highlighted by member states but require additional time and resources for further development.

Costs

The UN's training efforts must also be considered in light of their cost effectiveness. The Stimson Model had recommended a budget of \$5.8 million to implement training activities, supported by a professional staff of 15 and an administrative staff of nine. Nearly 40 percent of these costs represented the salary requirements, with the balance—\$3.48 million—devoted to actual training activities.⁴

The training unit, now functioning in the role established by the model, has an annual budget of just under \$500,000 (not including salaries) and is manned by: two military officers on contract, six gratis military officers on loan from their governments, one consultant specializing in African PK training initiatives and three administrative support personnel. Even with the addition of salaries to the bottom line, the costs for training have been extremely economical. Data collected by the training unit during UNTAT seminars, Train the Trainer workshops and training assistance visits show that the member states contribute about three dollars for every one dollar that the organization spends on training activities.

The UNTAT costs are normally covered by the member state requesting the training, except for team member salaries, which are paid by their respective governments. The training unit also has devoted a portion of its budget to supporting UNTAT visits, so the UN can support training assistance when the requesting nation is unable to pay. In fact, the desire for UN training is so strong that nations support the UNTAT and Train the Trainer seminars through a variety of funding sources. For example, training activities in Africa, conducted with the goal of establishing a sustainable PK capacity in coordination with the UN, have been funded through direct contributions by member nations, the regular UN budget and the African Trust fund. This kind of expenditure for the purposes of training demonstrates to trainees and member states alike, the UN's commitment to improving the efficiency and effectiveness of its peacekeepers.

The greatest challenge facing the UN with respect to training lies in how to best accommodate the dynamic needs of member states. The burden of PK training and operations, with the concurrent requirement to cut costs through the sharing of resources, is commonly felt in the training community. There will be an inevitable increase in the need for multinational training exercises and an anticipated demand for UN participation to orchestrate these activities. Whether providing an integrated training course to go beyond the military aspects of PK or developing publications and technological aids toward the training of peacekeepers, the UN has an integral role to play in the global training process. This requires the organization, with member states' support to continue to develop effective training programs and initiatives that incorporate both the traditional skills with the modern lessons learned, to successfully meet inherent PK challenges. **MR**

NOTES

1. A/Res/49/37, 9 February 1995, 50.
2. *Training for Peacekeeping: The United Nations' Role*, Blechman and Vaccaro, Henry L. Stimson Center, July 1994.
3. A/Res/49/37, 50.
4. *Ibid.*, 23.

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